



ANKENY CITY COUNCIL

Special Meeting

Friday, May 24, 2024
5:00 PM

Ankeny Kirkendall Public Library - City Council Chambers

1250 SW District Drive, Ankeny, Iowa

Mark Holm, Mayor
Bobbi Bentz, Mayor Pro-Tem

Council Members: Jeff Perry, Joe Ruddy, Todd Shafer, Kelly Stearns

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A. Electronic Meeting Information

1.

<https://zoom.us/j/97312992966?pwd=OEFocWZGS0NYUmtnVHNxcWZFak9PdZ09>

Meeting ID: 973 1299 2966

Passcode: 1234

Dial in: +1 312 626 6799; Meeting ID: 973 1299 2966; Passcode: 1234

B. CALL TO ORDER:

C. ROLL CALL

D. APPROVAL OF AGENDA:

1. Approval of the May 24, 2024 Agenda

Action# D1-1.

Consider motion to approve and accept the May 24, 2024 special meeting agenda, without amendment.

E. **NEW BUSINESS:**

1. Proposed Curbside Debris Collection

Action# E1-1.

Consider a motion approving curbside collection of tree and limb debris beginning Thursday, May 30, 2024.

F. **ADJOURNMENT**



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ORIGINATING DEPARTMENT:
City Clerk

COUNCIL GOAL:

ACTION REQUESTED:

LEGAL:

SUBJECT:

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Meeting ID: 973 1299 2966
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EXECUTIVE SUMMARY:

FISCAL IMPACT: **No**

CITY MANAGER'S RECOMMENDATIONS:

PREVIOUS COUNCIL/COMMISSION/BOARD ACTION(S):

PUBLIC OUTREACH EFFORTS:

ACTION REQUESTED:

ADDITIONAL INFORMATION:

ATTACHMENTS:

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No Attachments Available



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Mark Holm, Mayor

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ORIGINATING DEPARTMENT:

City Clerk

COUNCIL GOAL:

ACTION REQUESTED:

Motion

LEGAL:

SUBJECT:

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ADDITIONAL INFORMATION:

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City Council Special Meeting

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 Print

ORIGINATING DEPARTMENT:

City Manager

COUNCIL GOAL:

ACTION REQUESTED:

Motion

LEGAL:

SUBJECT:

Proposed Curbside Debris Collection

EXECUTIVE SUMMARY:

Based upon feedback received from members of the City Council, staff has been asked to call a special meeting and create an agenda item overriding the existing policy direction provided through the Ankeny Debris Management Plan that was previously received and filed on June 21, 2021.

Additional Background:

The current Debris Management Plan is in place to provide direction to staff to effectively and efficiently plan and use city resources during and after severe weather events. Staff completed a visual damage assessment of the community after the storm occurred on May 14, 2024 and the damage associated with that storm did not meet the threshold for any level of city response for tree debris that occurred on private property as outlined in the Debris Management Plan. The Plan clearly states that if conditions related to the certain levels of damage do not occur, private sector businesses and residents will address the damaged tree removal and disposal needs without assistance from the City.

Multiple options exist today where affected property owners can dispose of branches and debris. That ranges from paid services from contractors, making arrangement with garbage haulers, utilizing existing programs like the city's tree recycling program, or self-hauling to the landfills. For those residents that are unable to remove debris from their property due to the size, or perhaps they do not have the money to do so, can reach out to Polk County Emergency Management via 211. This program will link those in need to resources that are available, such as volunteer groups. More information can be found [here](#).

Any deviation from the current plan on file is considered a service level increase, and will result in other planned work getting further delayed and potentially additional costs that were unexpected. That is why moving up the city's tree and branch recycling day was initially suggested as a compromise.

The recent declaration by the Governor does not change how the city should respond to the event. The declaration opens up resources for private property owners, \$5,000 when a certain income qualification is met. At this time, based on discussions with EMA staff, it appears highly unlikely any of the city's cleanup efforts would become an expense eligible under federal disaster reimbursement guidelines. The only way that appears likely is through some political move that disregards the current minimum dollar thresholds that must first be met in response to an event like this.

Staff was asked to provide a high-level estimate to provide curbside collection of debris to the community. That information is provided below:

1. Costs for curbside collection with city staff - \$90,000 in labor plus equipment cost of \$240,000. This is calculated at straight time wages. **The largest "expense" here is the opportunity cost associated with the directing all twenty-two (22) public works operations division employees to this effort and not performing any other planned and needed work during the three-week curbside collection period.**

2. Timing to complete curbside collection with city staff – Three (3) weeks with no overtime; or two (2) weeks at sixty (60) hours each week. Add approximately ten percent (10%) to the labor costs above.

Options available:

1. Stay the course, let property owners handle storm debris from their private property using the services previously mentioned and in accordance with the Debris Management Plan.

2. Keep the existing tree and branch recycling event on June 1, 2024, but expand the hours to 8AM - 4PM and provide an additional day of service, on Friday May 31, 2024 from 8AM - 4PM (normal working hours). This triples the hours of tree and branch recycling service that was previously communicated. Make sure the public knows resources are available through other means.

3. Call a special meeting and amend the existing policy and provide direction to the City Manager (Assistant City Manager in this case) to provide curbside collection or some other service not contemplated with this item for the event dated May 14, 2024. Provide additional direction to City Management to bring forward potential amendment to the existing Debris Management Plan, including financial impacts of any associated changes. If the Plan is amended, establish a clear policy directive for storm damage and when city resources can be used “in the best interest of the public” (i.e. private property). Such a change does carry cost implications as city resources would be utilized more often. This could also result in additional equipment and staffing needs.

FISCAL IMPACT: No

Yes, undetermined at this time, however a decision by the City Council that modifies the existing level of service could carry significant financial implications for the city.

CITY MANAGER'S RECOMMENDATIONS:

PREVIOUS COUNCIL/COMMISSION/BOARD ACTION(S):

The Assistant City Manager’s recommendation is to proceed with option #2 as outlined with this agenda item. Curbside collections should be reserved for catastrophic disaster situations as outlined in the Debris Management Plan, otherwise resident expectations of level of service capabilities does not align with current budget, staffing, and resource/project planning that exists today.

PUBLIC OUTREACH EFFORTS:

ACTION REQUESTED:

Action: Consider a motion approving curbside collection of tree and limb debris beginning Thursday, May 30, 2024.

ADDITIONAL INFORMATION:

Following adjournment of the Executive Session, Council may take action on any matter discussed during the Executive Session.

ATTACHMENTS:

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 [Ankeny Debris Management Plan DMP](#)



Debris Management Plan

City of Ankeny

Public Works Department

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Introduction

Purpose

A written plan provides the City of Ankeny (City) operators, supervisors, managers and elected officials with a standard of practices and procedures used for debris management during and after an event. This plan follows the guidelines included in the regionally approved Polk County Emergency Management (PCEM) Comprehensive Emergency Plan (<https://www.polkcountyiowa.gov/emergency-management/planning/comprehensive-emergency-plan/>) and adheres to applicable FEMA requirements for full reimbursement of eligible disaster related costs.

Disclaimer

This plan provides general guidelines used by the City. Each decision is a judgment call based on the particular event or weather conditions, past experience, and the availability of resources at that particular time; therefore, crews may not adhere strictly to this plan depending on each individual situation.

This plan may also be affected by one or more of the following events which could delay or alter debris removal by the City:

1. Equipment breakdown.
2. Vehicles disabled in deep mud or debris.
3. Weather so severe as to cause work to be stopped for the safety of all personnel.
4. Unforeseen conditions and emergencies.

Events

The majority of events that regularly affect the City can be managed by available City staff and equipment. When the demands of an event and its debris removal exceed the City's available resources, County, State, or Federal assistance will be requested and the PCEM Comprehensive Emergency Plan will be used to govern the response. Some typical events that may affect the City include:

- Tornadoes. Tornadoes usually cause a narrow path of debris. Types of debris typically associated with tornadoes include vegetative, construction material from damaged or destroyed structures, and personal property.
- Straight Line Winds. Straight line winds usually cause a widespread path of debris. Types of debris typically associated with straight line winds include vegetative, construction material from damaged or destroyed structures, and personal property.
- Flooding. Severe thunderstorms, rapid snow melt, and storm water detention basin failure can cause flooding. Flood debris may consist of sediment, wreckage, personal property, and vegetation.
- Fire. Wildfires or urban fires can destroy buildings, vehicles, and vegetation. Debris from fire can consist of ash, charred wood, burnt metals, and burnt personal property.
- Winter Storms. Wind and the heavy weight of snow and ice can cause debris issue. Debris may consist of electrical lines, power poles, building materials, and vegetative debris.

Staff Roles and Responsibilities

During an event, the Public Works Director or their designee shall be the Debris Manager. The Debris Management staff shall be comprised of personnel to perform the following functions:

- Administration: Coordination, housekeeping, supplies, equipment, funding, and accounting.
- Contracting and Procurement: Bidding requirements, form, advertisements for bids, instructions to bidders, and contract development.
- Legal: Contract review, right of entry permits, community liability, condemnation of buildings, land acquisition for temporary staging and reduction sites, land acquisition for disposal sites, insurance.
- Operations: Supervision of government and contract resources and overall project management.
- Engineering: Detailed damage assessment, identification of project tasks, assignments of tasks, preparation of estimates, plans, specifications, and recommendations for awarding contracts.
- Public Information Officer (PIO): Coordinate press releases, contacts with local organizations, individuals, and media; and public notices for debris removal and disposal contracts. This function will be performed by the Communications Director or their designee.

Debris Management Strategy

The Public Works Department is responsible for the debris removal function. They will work in conjunction with designated support agencies, utility companies, waste management firms, and trucking companies, to facilitate the debris clearance, collection, reduction, and disposal needs following a disaster. The debris management is separated into four stages:

Stage 1: Prepare

1. Review and update plans, standard operating procedures, standard contracts, and checklists relating to debris removal, storage, reduction, and disposal process.
2. Alert local departments that have debris removal responsibilities ensuring that personnel, facilities, and equipment are ready and available for emergency use.
3. Relocate personnel and resources out of harm's way and stage in areas where they can be effectively mobilized.
4. Review potential local, regional, and debris staging and reduction sites that may be used in the response and recovery phases in the context of the impending threat.
5. Review resource listing of private contractors who may assist in debris removal process. Make necessary arrangements to ensure their availability in the event of the disaster.

Stage 2: Response

1. Activate debris management plan, coordinate with debris management team.
2. Begin documenting costs.
3. Damage Assessment Team evaluates condition of City and reports to Debris Manager.
4. Coordinate and track resources (public and private).
5. Establish priorities regarding allocation and use of available resources.

6. Based on the severity and magnitude of the event, decide on debris removal strategy (for example, removal managed by individuals, provide debris drop off sites, or curb side collection of debris).
7. If needed, identify and establish temporary debris storage and disposal sites (local, regional).
8. Address any legal, environmental, and health issues relating to the debris removal process.
9. Continue to keep public informed through the PIO.

Stage 3: Recovery

1. Continue to collect, store, reduce, and dispose of debris generated from the event in a cost-effective and environmentally responsible manner.
2. Continue to document costs.
3. Upon completion of debris removal, close debris storage and reduction sites.
4. Develop and implement debris storage and reduction site restoration.
5. Perform necessary audits of operation and submit claim(s) for State and/or Federal assistance.

Stage 4: Post-Event Operations

1. A post-event evaluation shall be conducted to review the following:
 - a. Safety issues.
 - b. Effectiveness and efficiency of safety restoration activities.
 - c. Customer complaint follow-up and resolution.
 - d. Personnel issues.
 - e. Equipment issues.
 - f. Material issues.
 - g. Weather information system accuracy.
2. The following are the post-event operational tasks that shall be accomplished:
 - a. Assess equipment inventory.
 - b. Assess materials inventory.
 - c. Clean the trucks and equipment to remove any accumulated debris.
 - d. Equipment repair, maintenance, and reconfigure any modifications to original setup.
 - e. Yard and facility clean up.
 - f. Parts and fuel inventories.
 - g. Quantify contract costs, equipment rental costs, materials costs, and City equipment, labor, and materials utilized for the event to facilitate cost reimbursements.

Debris Removal Priorities

1st Priority: The debris removal process must be initiated promptly and conducted in an orderly, effective manner in order to protect public health and safety following a major or catastrophic event. To achieve this objective, the first priority will be to clear debris from arterial streets in order to provide access for emergency vehicles and resources into the impacted area.

2nd Priority: The need and demand for critical services will be increased significantly following a disaster. Therefore, the second priority for debris removal will be to provide access to critical facilities for the City:

1. All Fire Stations

2. Police Station
3. City Hall
4. Public Services Building
5. Public Works Maintenance Facility
6. Public Library
7. Wastewater Shop
8. Park Maintenance Shop

3rd Priority: The third priority for the debris removal teams to address will be the elimination of debris related threats to public health and safety. This will include such actions as clearing debris from all remaining city streets and alleys, the removal of heavily damaged street trees, the repair, demolition, or barricading of heavily damaged and structurally unstable buildings, systems, or facilities that pose a danger to the public. Any actions taken to mitigate or eliminate the threat to public health and safety must be closely coordinated with the owner or responsible party. If access to the area can be controlled, the necessary actions can likely be deferred.

Private Property Demolition and Debris Removal

The Public Works Department is responsible for removing debris from the public right-of-way. Only when it is deemed in the best interests of the public will debris be removed from private property. Therefore, private property cleanup and debris disposal shall be the responsibility of the private property owner.

Per City ordinance, trees located in the public right-of-way are required to be maintained by the adjacent property owner. This includes trimming, maintenance and disposal of all tree-related debris. Unless the tree is deemed dead, diseased, or dying by City staff and must be removed, all maintenance with regards to storm damaged tree debris will be the responsibility of the adjacent property owner, unless otherwise authorized by the City.

Personnel Policies

Work Shifts

If work is occurring only during a typical work shift, then standard policies, procedures, and work hours will apply. If work is continuous, twelve (12) or sixteen (16) hour shifts will be used with employees being off for 12 or 8 hours, respectively. The Central Garage shall be staffed during all event operations.

Operator Communication with Residents

Operators are to report all debris issues and stranded or stuck vehicles to the Operations Manager. Operators may stop to check and see if the vehicles' passengers are safe.

If an operator is being flagged down to stop by a resident, the operator may stop; however, the operator should offer that all concerns be directed to the Public Works Operations Manager at 963-3525.

In case of emergency, dial 9-1-1.

Emergency and Special Needs Response

In the event that the Public Works Department is notified by emergency response personnel, including Police, Fire and Emergency Medical Services, for special assistance, operations crews shall assist those agencies by clearing the necessary streets for a safe and efficient response.

Street Closings

Streets may be temporarily closed if they become impassible due to accumulated debris, automobile accidents, or stranded automobiles. The streets will be reopened once the obstructing debris or vehicles can be removed.

Exceptions

The Public Works Department does not provide services to State-owned or County-owned and maintained highways and streets. These include Oralabor Road (IA Highways 415 and 160) and Ankeny Boulevard (U.S. Highway 69).

Contingencies

Shortage of Usable Vehicles and Equipment

If all available primary and alternate equipment is being used and more is needed, equipment will be rented to support operations.

Shortage of Personnel

In the event that operators are unavailable for an event, substitutes will be conscripted from the mechanics in the Central Garage. If more operators are needed, volunteers will be requested from other City departments.

Communication Systems Failures

If the radio system were to fail during an event, personal cell phones would be utilized until the radio system could be brought back on line.

Loss of Fueling Facility

If the City Fueling Facility were to become unavailable, the Quick Trip located at 802 East 1st Street would be utilized to fuel City vehicles. It is a 24-hour facility with diesel fuel. Department P-Cards would be utilized to pay for the fuel.

Damage Assessment

The Damage Assessment Team will evaluate any damage and develop a report for the Debris Manager. The report will include the damage assessment of all applicable grids within the City. Based upon the team's analysis and criteria approved in this plan, the Debris Manager will develop the applicable recommendation and notify the City Manager.

The City Manager will review and approve, deny or modify the recommendation and notify the Mayor and City Council of any implementation strategy prior to any media releases to the public.

Storm Damage Tree Cleanup Policy

Curbside Collection

If the survey by the assessment team determines there is major or destroyed tree damage that involves 50% of the residential properties in at least half of the grids, the City will implement a curbside collection throughout Ankeny. Timing and standards for placement of the damaged trees for the curbside collection will be included in the press release detailing the City's response.

Drop-off Site

If the survey by the assessment team determines that 25% of the residential properties, in at least a quarter of the grids, have major or destroyed damage, the City will designate a drop-off site for all residents to use.

If the above conditions related to the extent of damage do not occur, private sector businesses and residents will address the damaged tree removal and disposal needs without assistance from the City.

Debris Estimating

Debris estimating is used in a post-event situation to establish a reasonable estimate of the actual debris quantities and mix. Sometimes it is challenging to identify the true extent of the damage such as when the damaged items are still within the homes or tree damage in rear yards. These estimates will be used to determine a community's capability to recover and if there is a need for a debris management site, mutual aid, and contracts. The first thing to determine is the types of debris the event produced and what the handling requirements will be.

Debris Management Site

Temporary Holding Sites

Initially, debris will be placed in temporary holding areas, determined before the onset of the disaster, until such time as a detailed plan of debris management is prepared. This is not anticipated until after the local traffic has been restored. Temporary debris storage or collection sites should be readily accessible by recovery equipment and should not require extensive preparation or coordination for use. Temporary storage or collection sites will be on public property when feasible to facilitate the implementation of the recovery efforts and mitigate against any potential liability requirements. Activation of sites will be under the control of the Debris Manager, and will be coordinated with other recovery efforts through the emergency operations center.

The following is a list of potential temporary storage sites:

- SE - Public Works Maintenance Facility Parking Lot, Wastewater Shop East Lot
- NE – Otter Creek Golf Course Parking Lot
- NW - North Creek Park Parking Lot, Prairie Ridge Sports Complex NW Ash Dr. and NW 18th St. Parking Lots, Prairie Ridge Aquatic Center Parking Lots, Northview Middle School North Parking Lot
- SW – Cascade Falls Aquatic Center Parking Lot

Segregation of Debris

To facilitate the debris management process, debris will be segregated by type. It is recommended that the categories of debris established for recovery operations be standardized.

Garbage and trash from residents should be set out at the curb as normal for the residents' waste removal company to pick up. Residents will be informed not to mix garbage and trash with structural debris, vegetation, tires, household hazardous waste or appliances.

The PIO will develop a proactive information management plan. Emphasis will be placed on actions that the public can perform to expedite the cleanup process. Public service announcements will be used to obtain the public's cooperation by separating tree and landscape debris; segregating household hazardous materials, banned materials and appliances; placing disaster debris at the curb; and segregating garbage and recyclable materials.

Debris types:

Household Hazardous Waste (HHW)

Contractors and public works staff members are encouraged to separate HHW at the curb and not haul it to a debris management site or the landfill. Residents will be encouraged to separate and transport HHW to pre-identified drop-off points.

The MWA will receive, by appointment, HHW consolidated by the Public Works Operations Division at its Hazardous Waste Drop-Off, 225 Prairie Drive in Bondurant, IA.

Business Hazardous Waste

MWA staff will provide technical assistance to businesses regarding the disposal of hazardous waste. For eligible industrial or commercial hazardous waste resulting from the event, the MWA will provide collection and disposal assistance. Businesses may call the MWA Hazardous Waste Drop-Off at (515) 967-5512 for help.

Special Waste

Special waste for disaster-affected businesses will be expedited on a case-by-case basis. For special assistance, businesses may call the MWA main offices at (515) 323-6525.

Appliances

Appliances must be segregated from other disaster debris. Appliances can be recycled through various private businesses and also through the MWA.

Asbestos

Regulated Asbestos Containing Material (RACM) must be separated from construction and demolition waste. RACM may be disposed of at the MWA if it is accompanied by a waste shipment record and complies with the provisions of the Asbestos National Emissions Standard for Hazardous Air Pollutants.

Ash Disposal

Ash from burn sites should be tested using the Toxicity Characteristic Leaching Procedures (TCLP). One composite sample from each separate ash pile should be analyzed. If contamination is not found, ash may be disposed of at the MWA under a permit.

Soil Disposal

The disposition of soil is determined through a process that characterizes the material for potential hazardous and designated constituents. The MWA can accept all non-hazardous soil that is not suitable for reuse onsite, e.g. petroleum contaminated soil resulting from diesel or fuel spills.

Soils must be tested if it is determined that there is fuel/oil or other hazardous materials present.

Soil can be temporarily stored pending receipt of soil analytical data. Stored soil that is determined to be hazardous must be removed.

Waste Tires

Scrap tires collected during a disaster may be taken to the MWA for recycling. Scrap tires should never be burned.

Dead Animals

Emergency storm events can result in loss of livestock, pets, and natural wildlife. The MWA can accept segregated loads of dead animals.

Debris Disposal and Reduction

Once the debris is removed from the damage sites, it will be taken to the temporary storage and staging sites. The three methods of disposal are burning, recycling, and grinding/chipping.

Metals, wood, and soils are prime candidates for recycling. Most of the non-ferrous metals are suitable for recycling. Specialized contractors are available to bid on disposal of debris by recycling if it is well sorted.

The three primary burning methods are open burning, air curtain pit burning, and incineration. Controlled open burning is a cost-effective method for reducing clean woody debris in rural areas. Burning reduces the volume by 95%, leaving only ash residue to be disposed of. Air curtain pit burning substantially reduces environmental concerns. The blower unit must have adequate air velocity to provide a "curtain effect" to hold smoke in and to feed air to the fire below. Portable incinerators use the same methods as air curtain pit systems. The only difference is that portable incinerators utilize a pre-manufactured pit in lieu of an onsite constructed earth/limestone pit.

Grinding and chipping reduces the volume on a 4 to 1 ratio. For grinding and chipping to be feasible, 25% of volume remaining must have some benefit or use.

Site Close-Out Procedures

Each temporary debris storage, staging, and reduction site will eventually be emptied of all material and be restored to its previous condition and use.

Before activities begin, ground and aerial photos, and video, if possible, will be taken and important features such as structures, fences, culverts, and landscaping will be noted. Random soil samples will be taken as well as water samples from any existing wells. The site will be checked for volatile organic compounds.

After activities begin, constant monitoring of air quality and soil and water samples will take place. Photos, maps, and sketches of the site will be updated and fuel spills will be noted.

At closeout, final testing of soil, water, and air quality will be completed and compared to original conditions. All ash will be removed and any remediation actions will be taken.

Contracted Services

Because of the limited quantity of resources and service commitments following the disaster, the City may hire private contractors to remove, collect, and manage debris for reuse, resource recovery, reduction, and disposal. Using private contractors to supplement or replace City staff in debris management activities has a number of benefits. It shifts the burden of conducting the work from the City to the private sector, freeing up City staff to devote more time to their regularly assigned duties. Private contracting also stimulates local, regional, and State economies impacted by the storm, as well as maximizes State and local governments' level of financial assistance from the Federal government. Private contracting allows the State and its political subdivisions to more closely tailor their contract services to their specific needs. The entire process (i.e., clearance, collection, transporting, reduction, and disposal, etc.) or segments of the process can be contracted out. Some disadvantages of using private contractors include the expenditure of funds for the contracts and City staff time to manage the contractors.

Mutual Aid Agreements

The City has mutual aid agreements with every Fire Department in Polk County and an Automatic Aid Agreement with Polk City. The City is also part of a multi-community Public Works mutual aid agreement (<https://councildocs.dsm.city/Resolutions/20170508/51.pdf>).

Communications

The City communicates with its residents through press releases, the City website, social media, and the Alert Me Ankeny program. This text messaging service will notify residents of emergency notices from the City. Citizens can sign up for the program by texting the word ANKENY to 72466 or register online. Standard text and data rates may apply. Participants can opt out of the program anytime by texting STOP to 72466.

The PIO will prepare and coordinate all announcements regarding the debris removal process, collection times, temporary storage sites, use of private contractors, environmental and health issues, etc.

The Public Works Department's Operations Division can be contacted during regular office hours, Monday through Friday from 7:00 AM to 4:00 PM, at 515-963-3525. For concerns after hours, please contact the Polk County Dispatch at 515-286-3333.

In case of emergency, dial 9-1-1.

Appendix

- City Grid Damage Assessment Map (City Snow Route Maps)
- Damage Assessment Form
- Vegetative Damage Severity Assessment Reference